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COMPREHENSIVE REVIEW OF THE WHOLE QUESTION OF PEACE-KEEPING OPERATIONS IN ALL THEIR ASPECTS

Report of the Special Committee on Peace-keeping Operations

Rapporteur: Mr. Ehab Fawzy

1. The General Assembly, in its resolution 46/48 of 9 December 1991, took note of the report of the Special Committee on Peace-keeping Operations (A/46/254) and urged the Special Committee, in accordance with its mandate, to continue its efforts for a comprehensive review of the whole question of peace-keeping operations in all their aspects with a view to strengthening the role of the United Nations in this field, taking into account the difficult financial situation of peace-keeping operations and the need for maximum cost efficiency.

2. In paragraphs 37, 38 and 40 of the resolution, the Assembly invited Member States to submit any further observations and suggestions on peace-keeping operations to the Secretary-General by 1 March 1992, outlining proposals on specific items in order to allow for more detailed consideration of the Special Committee, with particular emphasis on practical proposals to make these operations more effective; requested the Secretary-General to prepare, within existing resources, a compilation of the above-mentioned observations and suggestions and to submit it to the Special Committee by 30 March 1992; and requested the Special Committee to submit a report on its work to the General Assembly at its forty-seventh session.

3. In accordance with General Assembly resolution 2006 (XIX) of 18 February 1965 and 43/59 B of 6 December 1988, the Special Committee is

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* A/47/50.

composed of the following Member States: Afghanistan, Algeria, Argentina, Australia, Austria, Canada, China, Denmark, Egypt, El Salvador, Ethiopia, France, Germany, Guatemala, Hungary, India, Iraq, Italy, Japan, Mauritania, Mexico, Netherlands, Nigeria, Pakistan, Poland, Romania, Sierra Leone, Spain, Thailand, Russian Federation, United Kingdom of Great Britain and Northern Ireland, United States of America, Venezuela and Yugoslavia.

4. The Special Committee on Peace-keeping Operations held six meetings, on 24, 27, 28, 29, 30 April and 1 June 1992.

5. At its 104th meeting, on 24 April, the Special Committee elected the following representatives as the Committee's officers for a term of one year: Mr. Ibrahim A. Gambari (Nigeria), as Chairman; Mr. Alejandro Hector Nieto (Argentina), Mr. Philippe Kirsch (Canada), Mr. Shigeki Sumi (Japan) and Mr. Robert Mroziewicz (Poland), as Vice-Chairmen; and Mr. Ehab Fawzy (Egypt), as Rapporteur.

6. At the same meeting, the Special Committee discussed its organization of work and decided to establish an open-ended Working Group to consider the substance of the mandate entrusted to the Special Committee by the General Assembly in its resolution 46/48. The Committee also authorized its Bureau to prepare a draft working document based on the submissions of Member States to the Secretary-General, containing specific items and elements for consideration by the Special Committee, in accordance with paragraph 39 of the resolution.

7. The Special Committee, in accordance with paragraph 36 of resolution 46/48, received requests for observer status from the Permanent Missions to the United Nations of Belgium, Brazil, Bulgaria, Colombia, Cyprus, Fiji, Finland, Greece, Iran (Islamic Republic of), Ireland, Libyan Arab Jamahiriya, Malaysia, Nepal, New Zealand, Norway, Peru, Portugal, Republic of Korea, Senegal, Sweden, Tunisia, Turkey, Ukraine and Uruguay, as well as the Permanent Observer of Switzerland. The Special Committee took note of their requests and welcomed their participation in the meetings of the Special Committee and its open-ended Working Group as observers.

8. As a basis for its discussion, the Special Committee had before it the report of the Secretary-General (A/AC.121/39/Rev.1 and Add.1 and 2) containing further observations and suggestions on peace-keeping operations submitted by Member States at the request of the General Assembly in paragraph 37 of its resolution 46/48. Also before the Special Committee was a draft working document entitled Bureau Working Document No.1, which was prepared by the Bureau based on the submissions of Member States to the Secretary-General and contained a list of specific items and elements for possible consideration by the Special Committee.

I. GENERAL DEBATE

9. At its 105th to 108th meetings, held from 27 to 30 April, the Special Committee held a general debate on the matters before it.

10. At its 106th meeting, on 28 April, the Special Committee invited Mr. Marrack Goulding, Under-Secretary-General for Peace-keeping Operations, to address the Special Committee on various issues relating to peace-keeping operations. The Under-Secretary-General noted that the enormous rise in the number and scope of peace-keeping operations in the last 12 months had severely tested both the ability of the Secretariat to manage operations on such a large scale and the readiness of Member States to finance operations on this scale. This great expansion, he stated, had prompted the Secretariat to look at ways of improving the planning and management of peace-keeping operations. Quite serious questions had again been raised about the way in which the Secretariat was organized to carry out its function. He cited four areas of peace-keeping management which might need improvement: supply of military and police personnel; transfer of civilian personnel from the Secretariat to peace-keeping operations; supply of basic equipment; and transport of that equipment. The Under-Secretary-General added that in view of the scale of delays in deployment of peace-keeping operations due to such problems, it was increasingly necessary for the Secretariat as well as Member States to take a close and radical look at some of the financial and administrative arrangements which applied to peace-keeping operations.

11. In the course of the general debate, which was very comprehensive and constructive, most delegations noted with satisfaction the growing importance of United Nations peace-keeping operations as one of the most effective and widely accepted instruments of the Organization to discharge its primary responsibility in the maintenance of international peace and security. Such operations, in their view, were now considered the most appropriate response the international community could offer for peaceful resolution of conflicts which the parties were unable to resolve by themselves.

12. As the last few years had witnessed a significant expansion of peace-keeping operations both in number and scope, many delegations observed that peace-keeping operations had been increasingly called upon to take on new and broader assignments and responsibilities, involving a full range of activities to defuse tension, stabilize a situation and eventually restore peace. For them, this significant expansion and extension of United Nations peace-keeping tasks was a constant reminder that the concept of peace-keeping was still at an evolving stage and needed persistent attention and careful consideration by all Member States so as to adapt to the phenomenal changes that had taken place in the world in the past few years.

13. It was in this very context that some delegations stressed the increasingly significant role the Special Committee should play in further strengthening and making more effective the capacity of the United Nations for peace-keeping. It was emphasized by some delegations that the Special Committee should make still greater efforts to formulate a clear vision for

the future of United Nations peace-keeping operations by providing a conceptual framework and background for such operations, taking into account a wide spectrum of new roles for peace-keeping operations in the future. A point was made that because of its broad representation and openness, the Special Committee offered a forum which was uniquely suitable for thorough, substantive and regular discussions on peace-keeping operations.

14. Most delegations praised the successful outcome of the revitalized discussions at the Special Committee for the past three years, which had led to the adoption of General Assembly resolutions containing concrete and practical measures to enhance the United Nations peace-keeping mechanism. They stressed the need to further solidify and capitalize on the accomplishments the Special Committee had achieved so far.

15. During the general debate, many delegations referred to the first summit meeting of the Security Council held on 31 January 1992 at the level of heads of State and Government. They commended as a timely initiative the request made at the summit meeting to the Secretary-General for the preparation by 1 July 1992 of his analysis and recommendations on ways of strengthening and making more efficient, within the framework and provisions of the Charter, the capacity of the United Nations for preventive diplomacy, for peacemaking and for peace-keeping. Expressing keen interest in the forthcoming report of the Secretary-General, some delegations hoped that their views on the subject would be duly reflected in the report.

16. On the question of resources for peace-keeping operations, it was recognized by many delegations that there was an increasing need for the United Nations to be able to respond quickly to demands for an initial deployment of peace-keeping forces in conflict areas. In this regard, some delegations underlined the need to develop the concept of national stand-by forces. Such stand-by forces, to be set up on a voluntary basis, should include a number of military observers as well as civil police and civilian experts.

17. Welcoming the growing trend towards broader participation in peace-keeping operations, a number of delegations maintained that peace-keeping operations should be on the basis of the widest possible geographical representation to reflect the common interest of the international community as a whole in the maintenance of international peace and security.

18. As in the previous years, most delegations voiced serious concern at the ever-deteriorating and precarious situation regarding the financing of the current as well as future peace-keeping operations. It was stressed once again that ways and means must be found to put peace-keeping operations on a sound and secure financial basis. The debate on this question reflected anew a broad consensus that the cost of peace-keeping operations should be regarded as a collective responsibility to be borne by all Member States and, thus, all assessed contributions must be paid in full and on time. It was regrettable, in the view of many delegations, that the unanimous support the United Nations

had earned for its peace-keeping operations had not yet been matched by the necessary financial support.

19. Concrete suggestions were made by some delegations to redress the deepening deficit in the financing of peace-keeping operations. Among them was the idea put forward by some delegations that the size, structure, and mandate of the existing peace-keeping operations should be subject to constant and careful review on a regular basis, with a view to ensuring the maximum effectiveness of such operations at the lowest possible cost. However, some delegations urged that the drive for reducing the costs of peace-keeping operations should not in any way compromise basic operational and security arrangements of such operations.

20. Some delegations reiterated that the formula of apportionment should appropriately reflect the special responsibility of the permanent members of the Security Council and take into account the relatively limited capacity of developing countries in financial terms. In this vein, it was suggested that the Special Committee should take the necessary steps with a view to institutionalizing the ad hoc special scale of assessment which had traditionally been applied to fund peace-keeping operations. Some delegations believed that the special scale was the only realistic way of dealing with the increasingly important question of the financing of United Nations peace-keeping operations. A point was also made that host countries of peace-keeping operations, which could benefit directly from the operations, should be asked to extend maximum financial and material support in accordance with their capabilities. The need was emphasized by some delegations to diversify the sources from which expenditure of operations was covered, in particular by drawing on the resources and capabilities of regional organizations and attracting voluntary contributions from non-governmental organizations, major corporations and other private sources.

21. A number of delegations put a special emphasis on the necessity to secure a solid financial basis for the start-up phase of a newly created peace-keeping operation. It was suggested that provision should be made for the start-up phase of new operations, in particular, through the establishment of a special peace-keeping reserve fund or other appropriate arrangements. A point was made in this regard that Member States should be encouraged to make further voluntary contributions to the existing trust fund for peace-keeping and peacemaking activities. Some delegations further suggested a review of the existing United Nations financial rules and regulations concerning peace-keeping operations in order to give both the Secretariat and the Force Commander or the Special Representative of the Secretary-General sufficient flexibility in meeting operational demands and improving efficiency and cost-effectiveness.

22. It was emphasized again by some delegations that peace-keeping operations were provisional arrangements and must not be a substitute for the search for a political settlement of a conflict. In this context, a point was made that the proposed careful and periodical review of operations for cost-effectiveness should also cover the extent to which efforts were being made by parties to resolve long-standing disputes.

23. Turning to the question on organization and effectiveness, it was acknowledged by many delegations that the recent sharp rise in demand for United Nations peace-keeping operations had imposed a considerable strain on the Secretariat by increasing the burden on its finite human, material and financial resources. An obvious necessity to strengthen substantially the Secretariat capability to plan, mount, coordinate and sustain peace-keeping operations was underlined by many delegations. In order to achieve this goal, in the view of some delegations, there was an increasing need for coordination and a clearer command structure within the Secretariat. In this context, many delegations welcomed the creation of the Department of Peace-keeping Operations and expressed the hope that further integration of all core Secretariat sections related to peace-keeping operations would take place in the future. In particular, some delegations expressed the hope that the relevant parts of the Field Operations Division would be promptly integrated into the new Department for Peace-keeping Operations. It was reiterated that a focal point should be appointed within the Secretariat for each operation in order to facilitate contacts between the Secretariat, troop-contributors and other interested parties.

24. In the light of the surging demand for peace-keeping operations and their growing complexity, some delegations felt it necessary to establish a more systematic relationship between the Secretariat and Member States. A suggestion was made by some delegations that an ad hoc advisory and consultative mechanism, limited in size, be established among the Security Council, the Secretariat and Member States, in order to secure smooth coordination among them. However, other delegations urged a prudent approach by stating that such a mechanism should be based on clear criteria that were not exclusive of the majority of the membership of the Organization and that would not be in conflict with the role of other competent bodies in the United Nations system, including the Special Committee.

25. Many delegations stressed anew the importance of further enhancing training systems for all the personnel involved in United Nations peace-keeping operations through standardization of training programmes and closer cooperation and coordination among Member States. It was also stressed that the Secretariat could play a more active role in coordinating all peace-keeping training activities and in trying to standardize training programmes. It was also suggested that a training programme for senior personnel in peace-keeping operations should be established.

26. The general debate on issues relating to the development of peace-keeping mirrored a broad consensus that obstacles which for several decades had stood in the way of preventive management of crises were now disappearing and that this question should be re-examined in the light of the new international circumstances. It was suggested by some delegations that the Special Committee should consider fully exploring various options and scenarios with regard to prior deployment of peace-keeping elements as a deterrent to potential armed conflicts. It was also proposed by other delegations that serious attention should be given to the issue of establishing practical mechanisms for deterring a potential aggressor and reacting jointly to acts of

aggression and threats to international peace. Specifically, those delegations suggested that a special study should be conducted in order to define the procedure for the application of the provisions of the Charter regarding the placing by Member States of their military contingents at the disposal of the Security Council.

27. A view was expressed by some delegations that the notions of preventive diplomacy, peace-keeping and peacemaking should be conceived of as an integral, not isolated, part of the overall United Nations collective security system. According to them, those three notions, as well as that of enforcement measures under Chapter VII, should be conceived of as an entity, an integrated system of the United Nations aimed at establishing peace and security on a world-wide scale. While admitting that the consent of the States involved was a vital prerequisite for the effectiveness of any peacemaking and peace-keeping activities, it was considered by these delegations that the refusal to cooperate with such activities was unacceptable and should be decisively reflected on the further course of action to be taken by the United Nations. In this context, some delegations felt it necessary for the Special Committee to give careful thought to the question of whether a certain "automaticity of escalation" in the international community's response to anyone's refusal to cooperate with United Nations peace efforts would help strengthen the reign of peace and international security.

28. However, in the debate on preventive use of peace-keeping operations, some delegations stressed that a set of certain basic principles should be established first within the framework and provisions of the Charter of the United Nations. Such guiding principles, they stated, would include strict compliance with the purposes and principles of the Charter, full respect for national sovereignty and non-interference in internal affairs of Member States. Some delegations held that the strength of peace-keeping activities had always lain in obtaining the consent of the parties concerned and in the impartiality and objectivity of the operations themselves. It was also pointed out that the difference between peace-keeping operations and enforcement measures under Chapter VII of the Charter had significant and profound implications and, therefore, should be made clear and unambiguous when the Special Committee discussed the question of preventive use of peace-keeping operations.

29. A view was expressed that no change in the mandate, character or duration of a peace-keeping operation authorized by the Security Council was permissible except through a specific decision of the Security Council.

30. In relation to the question of preventive diplomacy and peace-keeping, it was also suggested by some delegations that the Secretary-General was in an appropriate position to take prompt action to prevent the deterioration of a potentially explosive situation. Those delegations suggested that the Secretary-General should thus be provided with full and up-to-date information concerning tensions that could escalate into an international conflict, and be given the means to dispatch his own mission to monitor the situation. In this context, the suggestion was made by some delegations that the

Secretary-General should be encouraged to invoke more actively his authority under Article 99 of the Charter. Other delegations considered that the Secretary-General should consult closely with the Security Council in responding to situations that had the potential for involving action by the Security Council.

31. Underlining the importance of cooperation between the United Nations and regional organizations as envisaged in Chapter VIII of the Charter, most delegations supported the idea of encouraging more active participation of regional and subregional organizations in all phases of the process of conflict resolution. While commending the increasing cooperation and coordination between the United Nations and such organizations in maintaining international peace and security, some delegations were of the view that much remained to be done in this respect.

32. Many delegations welcomed the growing link between peace-keeping operations and humanitarian activities. Some delegations were of the view that the United Nations should, with the consent of the States concerned, encourage the holding and monitoring of democratic elections by sending civilian observers. In this vein, some delegations advised a cautious approach to the question of expanding peace-keeping operations to relatively untapped fields without strict compliance with the principles and provisions of the Charter.

33. It was indicated by some delegations that the time was ripe for a stocktaking of past and present achievements of peace-keeping, with a view to elaborating and adopting a coherent set of principles and guidelines. Such a set of principles and guidelines, in their view, should enhance the predictability of peace-keeping operations and assure respect for the principles of the Charter. However, other delegations questioned the necessity or desirability of such a set of guidelines and principles which they maintained would not enhance the effectiveness of peace-keeping operations as each operation was different in its scope, objective and organizational structure. A view was also expressed by other delegations that the further evolution of the concept of peace-keeping operations would be facilitated by the development of a consensus draft declaration on peace-keeping operations which would summarize the experience gained and the positive trends in the peacemaking activities of the United Nations and would serve as an important practical aid to the activity of the Security Council, the Secretary-General, Member States and the United Nations as a whole.

34. Concerned about a delay in the launching of a recent peace-keeping operation, a view was expressed that the United Nations should be more balanced and equitable in its response to conflict situations, irrespective of which part of the world was facing such situations.

35. Some delegations pointed out that while the primary responsibility for the maintenance of international peace and security was vested in the Security Council, the General Assembly still had a significant role to play in addressing the question of peace-keeping operations in all their aspects.

36. At its 108th meeting, on 30 April, the Special Committee decided to entrust Mr. Philippe Kirsch (Canada) with the chairmanship of the Working Group.

II. WORKING GROUP MEETINGS

37. In accordance with the Special Committee's decision, the open-ended Working Group held 15 meetings between 5 and 29 May.

38. As a basis for its consideration, the Working Group had before it Bureau Working Document No.1/Rev.1 which contained an amended list of topics prepared by the Bureau following the conclusion of the general debate.

39. Mr. Joachim Hutter, Principal Officer of the Department of Peace-keeping Operations, attended the meetings of the Working Group to present the Secretariat perspectives on various issues relating to United Nations peace-keeping operations and also to answer related questions posed by Member States.

A. Resources

40. The Working Group began its substantive debate with the consideration of the first category of topics in Bureau Working Document No.1/Rev.1: Resources. While welcoming the progress made so far on this question, many delegations noted that the recent establishment of a large number of new peace-keeping operations underscored the value of Member States being in a position to make available at short notice military observers and military personnel for service with United Nations peace-keeping operations. Some delegations suggested that a pool of stand-by personnel, among Member States, should be established and expanded also to include civilian experts and other experienced personnel who could be made available for planning purposes or to take up key positions in the leadership of an upcoming mission.

41. During the debate on specific items on the question of resources, some delegations voiced concern that the terms like standing forces, stand-by forces and the degree of readiness were very loosely used and could mean very different things to different countries. Attention was drawn to the necessity for a clear distinction between the concept of United Nations standing forces envisaged in the Charter and the concept of stand-by personnel for peace-keeping operations. It was pointed out that stand-by personnel were those who were broadly considered as forces held in a certain state of readiness by Member States for possible deployment for peace-keeping operations under the United Nations auspices. It was also noted by some delegations that an obstacle to the provision of such forces by States was the absence of an approximate timing for the mobilization as well as financial implications involved.

42. In relation to the question of stand-by personnel, some delegations found it useful and cost-effective to continue the practice of temporarily dispatching personnel from ongoing peace-keeping operations to newly established operations. However, other delegations maintained that this practice should always be regarded as a temporary measure, since it could cause more disadvantages in the long run to parent missions.

43. While appreciating the usefulness of the questionnaire on peace-keeping resources sent by the Secretary-General to Member States in 1990, some delegations reiterated their concern that the poor response rate of Member States would seriously limit its practical value. There was once again a growing sense of urgency among delegations to encourage all Member States to respond to the questionnaire in a timely manner.

44. Furthermore, it was felt necessary by many delegations to look beyond the questionnaire in its current form to render it more effective and dynamic. In this context, some delegations were of the view that the questionnaire should be updated periodically and expanded to cover additional categories of personnel, such as civilian administrators, electoral assistants, civilian police and human rights monitors. A point was made that in addition to the existing questionnaire, it might be advisable to create a new one specifically to cover civilian personnel who might be made available by Member States for peace-keeping operations.

45. Some delegations indicated that the current questionnaire should be more precise on certain specific points, like what it meant by the 30-day notice for deployment of national contingents. Possible questions on this point included: 30 days from when, under what conditions, and whether or not forces were supposed to be made available with a complete set of equipment and weaponry?

46. In the light of the growing demand for peace-keeping operations, it was generally recognized that the requirement to have necessary equipment available on short notice had become ever more acute and urgent. In this regard, some delegations regretted that despite several years of discussion on this subject, the idea of stockpiling had not been fully put into practice, maintaining that this idea could prove useful and economical. However, other delegations still saw little merit in the stockpiling and voiced persisting concern as to the feasibility and the cost-effectiveness of the stockpiling of peace-keeping equipment. In this context, there was a general convergence of views that a more detailed study should be carried out by the Secretariat on how stockpiling would work with respect to specific points, such as quantity, turnover rates and time scales.

47. A further point was made that it was important to consider the issue on stockpiling in a broad context in connection with other peace-keeping-related issues, because there was an inherent danger in looking at one particular aspect of resources without necessarily looking at other aspects as well at the same time. In this context, it was indicated that the more time was available for the preparation of a new operation, the less standing equipment

might be required for stockpiling. It was also noted that if the funding process of peace-keeping operations could be speeded up, it would probably alleviate the problem with respect to resources.

B. Financing

48. As the Working Group moved to take up the next category of topics in Bureau Working Document No.1/Rev.1, the question of financing, it invited Mr. Emil Lim, the Department of Administration and Management, to address the financial issues and also to take questions from delegations.

49. During the debate on the question of financing, the common theme among delegations was that the area of financing had become one of the most important as well as difficult questions, and many delegations proposed that the Special Committee endeavour to help solve this complicated problem. The debate was once again dominated by growing concern about the precarious situation of the peace-keeping financing resulting from the chronic lack of adequate financial resources. With the peace-keeping expenses for the current year anticipated to soar to $2.7 billion or 2.5 times the regular United Nations budget, many delegations shared the grim recognition that the crisis of the peace-keeping financing had now reached a yet higher stage of seriousness. In their view, substantive examination of all aspects of the financing of peace-keeping operations might be needed so as to enable the United Nations to cope with its growing responsibilities.

50. The majority of delegations reinforced the view that the financing of peace-keeping operations was the collective responsibility of the whole international community. Article 17, paragraph 2, of the Charter was clear and unambiguous and the cost of such operations should be borne by all Member States. Delegations asserted the view that full payment of all assessed contributions was a binding legal obligation of all Member States and was not subject to conditionalities. Failure to pay those assessed contributions were not only a violation of that international legal obligation but also undermined the ability of the Organization to carry out peace-keeping activities in an effective and efficient manner. However, it was noted by some delegations that the issue of what should be included in the concept "expenses of the Organization" as referred to in Article 17, paragraph 2, of the Charter required careful study in the appropriate forums.

51. In this context, it was asserted by many delegations that assessed contributions were the basis for the financing of peace-keeping operations and that other forms of financial contributions should be regarded only as supplementary sources of funding. A view was expressed by some delegations that it was particularly important that the Security Council members which after all made the decision to establish an operation should set an example by scrupulously honouring their financial obligations.

52. However, some delegations drew attention to a variety of factors which might cause difficulties in strictly and punctually complying with their financial obligations. They referred to the constitutional procedures that

Governments of Member States were obliged to follow in order to make their financial contributions to the United Nations. Any proposal on the funding of peace-keeping operations that did not take into consideration this aspect might be considered as insufficient.

53. Other delegations suggested that in order to ensure smooth payments by Member States, it might be desirable for the United Nations to present a single annual request to Member States for peace-keeping contributions which would cover the country's total assessment, the total estimate that each country was expected to contribute for the whole year. In this context, it was pointed out that an acute burden was on Member States when some assessments fell due at an awkward time in terms of national fiscal year. Some delegations underlined the need for a kind of financial early warning system in order to provide Member States with sufficient financial information on peace-keeping operations well in advance.

54. While acknowledging that the final approval of the budget remained within the purview of the General Assembly, some delegations expressed the view that when the Security Council considered setting up a new operation, it should at the very least have a rough idea of the cost entailed. The Secretariat should submit a rough estimate of the cost to the Council before a decision is made.

55. In order to supplement the financial revenues for peace-keeping operations, some delegations were in favour of searching for new and more flexible approaches.

56. In this respect, some delegations maintained again that host countries of peace-keeping operations should extend as much help as possible to reduce the financial burden of the United Nations by providing the greatest possible logistic, financial and material support, including accommodations for these operations. However, some delegations were not fully convinced by the idea of increased host country contributions and maintained that it was necessary to take into account the ability of the parties concerned to offset the cost of a peace-keeping operation. Also questioned was the basic assumption behind this idea that both sides benefited equally from a political impasse of a given dispute and also that the blame for the deadlock could be apportioned equally.

57. It was proposed that regional organizations or countries of a given region which were economically developed should be invited to play a bigger role in the financing of peace-keeping operations in that region. However, reservations were made by some delegations which were concerned with potential problems arising from the persisting disparity in economic well-being between regions. Another concern was voiced that the regional approach to the peace-keeping financing might not be possible where a dispute was between two member States of the same regional organization or between members of different regional organizations in the same region.

58. Furthermore, a point was also made by some delegations that although the participation of regional organizations in United Nations peace-keeping

operations could help reduce the cost, it was also true that for many members of the participating regional organizations, there would be an additional cost to bear. In the view of those delegations, developing countries would be the first to be affected.

59. Some delegations advocated conducting national and international fund-raising campaigns, and extensive use of voluntary contributions drawn from non-governmental organizations, major corporations and other private sources. However, other delegations questioned the appropriateness of campaigns launched by the United Nations to collect donations from unconventional sources. In this case, they argued that national Governments themselves could launch such campaigns in their countries and, then, through official channels, provide the collected funds to the United Nations as part of their assessed contributions or additional national contributions.

60. A view was expressed that a clear distinction should be drawn between the cost for peace-keeping operations in their traditional sense and the cost for humanitarian and other relatively new activities undertaken as an integral part of such operations. It was suggested that such new activities should be financed separately, either by voluntary funds or specialized agencies of the United Nations. However, it was maintained by other delegations that the innovative and complex nature of new peace-keeping operations rather required the United Nations to look at the funding of those operations as a whole. Dividing them up into composite parts for different ways of funding was not necessarily the best approach.

61. It was emphasized by many delegations that in the light of the deepening financial crisis of peace-keeping operations, it was more than ever essential to run peace-keeping operations in the most cost-effective manner possible. On the other hand, other delegations were of the view that the United Nations should not place its concern for economy over the effectiveness and safety of the operations in order not to undermine the operational capacity of such operations.

62. Being keenly aware of the urgent need to ensure the rapid and smooth launching of peace-keeping operations, many delegations supported the establishment of one or more start-up funds specifically designed to ease financial problems which were typical in the start-up phase of a new operation. While endorsing in principle the idea of creating such funds, reservations were made by some delegations which believed that a start-up fund should not be a substitute or incentive for non-payment of assessed contributions by other Member States. They maintained that such funds should not burden unfairly those Member States who did pay their assessments regularly.

63. Some delegations suggested that allocation of the financial responsibilities for the creation of any start-up funds should be based on the special scale of assessment which had been the basis for the financing of most peace-keeping operations.

64. Some delegations underscored again the need to institutionalize the special assessment scale which, in their view, was the only practical way of financing peace-keeping operations as it most accurately reflected the special responsibility of the permanent members of the Security Council as well as the limited financial capacity of developing countries. Other delegations took issue with this view, noting the explicit and ad hoc nature of the special scale of assessment. It was also pointed out by some delegations that various other methods of financing operations were currently in United Nations practice, including contributions from parties to a conflict as well as voluntary contributions by States. However, other delegations noted that United Nations peace-keeping operations established since 1973 had been financed on the basis of assessed contributions. In particular, some delegations drew attention to the fact that the United Nations Peace-keeping Force in Cyprus (UNFICYP) being the only operation financed by voluntary contributions showed that this was not a good precedent.

65. Some delegations reiterated that the United Nations should without delay fulfil its own obligations towards troop-contributing countries by ensuring both adequate and timely reimbursements.

C. Organization and effectiveness

66. The Working Group then considered the question of the organization and effectiveness of peace-keeping operations, the third category of topics contained in Bureau Working Document No.1/Rev.1. The debate under this item was marked by a constructive exchange of views on various institutional, administrative and functional aspects of peace-keeping activities. The continuous examination of such concrete and practical aspects of peace-keeping operations, in the view of many delegations, would substantially contribute to ensuring smooth and effective functioning of peace-keeping operations.

67. It was the view of many delegations that the substantial rise in demand for peace-keeping operations made it necessary to further reform and enhance the United Nations Secretariat in order to enable it to handle such operations more effectively and efficiently. While acknowledging that any change and reform of the Secretariat was considered as matters generally within the prerogatives of the Secretary-General, many delegations felt that a serious and intensive consideration of the issue by Member States was both desirable and justifiable, particularly in view of the dramatic developments in and rapid evolution of peace-keeping operations in recent years.

68. Most delegations welcomed the establishment of the Department of Peace-keeping Operations as a step in the right direction. However, a very large number of delegations felt that the Secretariat units related to peace-keeping operations needed further integration. Specifically, they indicated that the management of such operations required the creation of a unified, integrated structure within the Department of Peace-keeping Operations with clear lines of responsibility and accountability. In this regard, they advocated that the Field Operations Division should be, totally or partially, integrated into the Department. Other delegations expressed the view that the matter should be left to the discretion of the Secretary-General.

69. It was generally recognized that the unprecedented surge in peace-keeping activities had substantially increased the workload of the Secretariat, putting under severe strain its limited human resources. Sufficient human resources, as many delegations agreed, were the prerequisite for successful and effective planning, coordination and management of new and ongoing peace-keeping operations. In this sense, many delegations acknowledged the necessity to improve the staffing situation within the Secretariat. Some delegations reiterated, in this context, their readiness to continue to loan and second officers to the Secretariat to assist in its work.

70. Many delegations stressed again the need to further improve contacts between the Secretariat and Member States seeking information on all facets, including operational and administrative matters, of current and planned peace-keeping operations. To that end, they reiterated once again that the Secretary-General should identify a focal point, possibly for each peace-keeping operation, within the Secretariat. Some delegations found it useful if the Secretariat could be in a position to respond promptly, on a 24-hour basis, to urgent requests and inquiries from Member States, especially with regard to various practical aspects of ongoing and planned peace-keeping operations.

71. Several delegations suggested that the efficiency and staffing of the Military Advisers Office should be further strengthened. Owing to the growing use of civilian police in peace-keeping operations, another suggestion was made that the Secretary-General should appoint a senior civilian police adviser.

72. Some delegations pointed out that the organization and effectiveness of the Secretariat should be improved in a way which would enable the Secretariat to closely follow up the conclusions and recommendations made so far by the Special Committee. As an example, some delegations cited an outstanding report of the Secretary-General on the successfully concluded operation of the United Nations Transition Assistance Group (UNTAG) in Namibia, which was requested in General Assembly resolution 45/75.

73. Some delegations found it very useful to receive a table from the Secretariat showing the composition of each peace-keeping operation in the field in terms of numerical strength and contributing Governments. They requested the Secretariat to continue the practice of providing, on a monthly basis, such a table to personnel-contributing countries. Some delegations requested that such a table should also include information on police contributions, the number of operations and scope of police involvement. A view was expressed that a list of officers dealing with peace-keeping operations, if incorporated in the Secretariat telephone directory, accompanied by a functional and specific assignments breakdown, would be of enormous assistance to Member States in their dealing with peace-keeping operations on an operational basis.

74. It was pointed out that there was still a tendency to maintain a redundant system with respect to the responsibilities of military and civilian units, especially in the areas of supply, communication and transportation. In this respect, a point was made that the Secretary-General should conduct a study on how to prevent duplication of responsibilities of civilian and military staff personnel in the field, with a view to improving their interaction and cooperation in fulfilling the tasks assigned to them.

75. At the invitation of the Working Group, Canada made a presentation entitled "A Plan of Action for the Development of Logistics Doctrine and Standard Operating Procedures in Support of United Nations Peace-keeping Operations". Many delegations proposed that it might be useful for the United Nations to develop a United Nations peace-keeping logistics doctrine and, within such a framework, the production of standard logistics procedures which would guide Secretariat planners and Member States in this field.

76. With respect to standardization per se, it was pointed out that the standardization was related at least to three aspects of peace-keeping activities: planning, training and forming various type units. A number of delegations believed that the questionnaire of 1990 had proved to be useful as a means for enhancing the standardization of material and technical resources and services which might be provided by Member States for United Nations peace-keeping operations.

77. In the light of the fact that United Nations peace-keeping operations differed from national military units in terms of requirements, a number of delegations underscored the necessity to improve the efficiency of the management of peace-keeping operations by developing troop standardization guidelines.

78. Several delegations praised the model status-of-forces agreement for peace-keeping operations of 1990 as an essential instrument for smooth and effective implementation of operations. The model agreement also contributed to creating a smooth working relationship between the United Nations and host countries.

79. On the other hand, a question was raised as to the follow-up to the model agreement between the United Nations and Member States contributing personnel. It was considered of great importance to make good use of this kind of model agreement so as to improve cost effectiveness of peace-keeping operations and achieve a higher degree of standardization and compatibility between personnel contributors. An improved questionnaire, in the view of some delegations, could contribute to this objective.

80. With respect to the evaluation of peace-keeping operations, some delegations suggested that the Secretary-General should submit, at a regular interval, a performance report on each of the peace-keeping operations, including the United Nations Truce Supervision Organization (UNTSO) and the United Nations Observer Group in India and Pakistan (UNMOGIP) which, due to their open-ended mandate, were not subject to such reporting. However, a

question was raised as to the usefulness of the suggestion on grounds that a financial examination of these operations was undertaken on a regular basis.

81. Some delegations were of the view that the increasing number and growing complexity of peace-keeping operations underlined the urgent necessity to establish an ad hoc advisory and consultative mechanism. Such a mechanism, composed of contributing States and other interested countries as well as members of the Security Council and the Secretariat, could provide a suitable forum for an exchange of views on how to improve the effectiveness and efficiency of an individual peace-keeping operation. These delegations emphasized that such a mechanism would be of an open, technical and operational character, and would not overlap with the functions of the existing United Nations organs and bodies.

82. However, while recognizing the increasing need for smoother and closer contacts between Member States and the Secretariat, a number of delegations expressed concerns about the establishment of such an ad hoc mechanism. Questions were raised as to the composition, functions and nature of the proposed mechanism. Specifically, concern was voiced by some delegations that the possible institutionalization of such an ad hoc mechanism could eventually create a multiplicity of organs and bodies that looked into the different aspects of peace-keeping operations.

83. Some delegations pointed out that in its resolution 46/48, the General Assembly took note of the possibility for the Special Committee of holding informal consultations and inter-sessional meetings of the Special Committee and suggested that this possibility should be further explored.

84. The debate on training reflected the general perception that the question of training continued to remain important for further improvement of peace-keeping operations. While generally recognizing that peace-keeping training was primarily a national responsibility, most delegations stated that more guidance and coordination from the Secretariat might be appropriate. It was reiterated that training programmes for military, civilian and police personnel as well as key staff personnel should be institutionalized.

85. It was emphasized anew that the establishment of a focal point for all training programmes for peace-keeping activities within the Secretariat would reinforce the role of the United Nations in coordinating and standardizing such activities.

86. A view was expressed that the improved training programmes for peace-keeping forces should include a curriculum for diplomatic skills for peace-keepers to be in regular contacts with parties to the dispute. Some consideration should also be given to the training of civilian police personnel as well as units for mine-clearing operations. A proposal was made to use for training purposes experienced personnel engaged in peace-keeping operations in the field.

87. The idea of establishing a peace-keeping fellowship programme seemed to have gained further support from some delegations. A point was made that the programme should not only be limited to potential trainers, but should also cover military and civilian personnel who might be involved in peace-keeping operations in the future. A proposal was made for the Secretariat to consider establishing a training programme for key staff personnel of peace-keeping operations.

D. Development of peace-keeping

88. Before taking up the final category of topics in Bureau Working Document No.1/Rev.1, Development of peace-keeping, the Working Group invited Mr. Giandomenico Picco, Assistant Secretary-General for Political Affairs, to present his views on a variety of topics, including United Nations peacemaking, and also to take questions from delegations.

89. Also invited was Mrs. Sylvie Junod, representative of the International Committee of the Red Cross, who spoke on the applicability of humanitarian law to United Nations peace-keeping operations.

90. Delegations considered, as the first topic in this category, the civilian aspects of peace-keeping and noted with satisfaction the considerable expansion during recent years of the involvement of civilians in peace-keeping operations through such activities as policing, election monitoring and human rights verification. In view of this expanding role of civilians, some delegations believed that it might be useful to formulate a set of guidelines concerning civilian units in peace-keeping operations.

91. Some delegations pointed out the fact that the role of civilians had not so far expanded to new areas of peace-keeping operations. Those delegations hoped for such an expansion to take place since they believed that civilians could be used effectively in certain areas in which military personnel had traditionally been deployed. However, some delegations advised cautiousness to this idea and reiterated that the Secretariat should consider the options of civilian employment as replacement of military personnel only when and where such options were practical.

92. The debate on the question of preventive diplomacy and peace-keeping reflected the growing belief among delegations that peace-keeping operations should now be called upon to take on a substantive role in enhancing the preventive potential of the United Nations. It was indeed the view of many delegations that the time had come to have a full and open discussion to explore various options and scenarios for the possible expansion of the sphere of peace-keeping operations to the prevention of conflict. The authority now enjoyed by the United Nations allowed the Security Council and the Secretary-General to intervene rapidly, particularly when political crises were at an early stage of their development.

93. It was also emphasized that Member States, United Nations bodies and regional organizations must be encouraged to cooperate and coordinate actively

in developing an efficient process of preventive diplomacy, peacemaking and peace-keeping. It was maintained that such cooperation among those bodies should be developed at four levels: detection of potential conflict zones; action to defuse latent conflict; practical measures to facilitate the rapid deployment of peace-keeping operations; and long-term treatment of the deeply rooted causes of crises.

94. It was generally agreed upon that effective prevention of conflicts would depend on effective compilation of data by the United Nations and on a timely and adequate analysis of information gathered.

95. In this regard, some delegations held that there must be an autonomous capacity on the part of the Secretariat with respect to information gathering on potential conflicts. According to their view, the Secretary-General should be allowed to have an up-to-date, high-tech communications network at his disposal.

96. However, while supporting reforms to enable the United Nations to assess quickly and accurately information on potential threats to international peace and security, some delegations were of the view that the United Nations did not need independent high-tech means for intelligence gathering. What was needed were better ties with national services that could provide detailed up-to-date information which would facilitate the United Nations analysis of options. In this respect, it was suggested that Member States should undertake to supply, at the request of the Secretary-General, the information which would permit an evaluation of the situation concerning international peace and security. If a Member State so requested, such information should be regarded as confidential.

97. It was suggested by some delegations that whenever it appeared necessary to the Secretary-General, he should consult the leaders of regional organizations. Regional organizations themselves should be encouraged to establish on their own a system for the collection and analysis of information relating to current or potential regional disputes.

98. Various specific options and proposals were put forward as a means to defuse tension before it reached uncontrollable levels. They included such means of action as the dispatch of fact-finding missions and short-term observation missions, the establishment of observation posts in regions of tension, and the preventive deployment of peace-keeping operations.

99. In this connection, some delegations put special emphasis on the role to be played by the Secretary-General in the field of preventive diplomacy and peace-keeping. They believed that the Secretary-General was in an appropriate position to take actions of this nature as his office was free of any particular national interests. In order to strengthen the Secretary-General's role in preventive diplomacy, it would be helpful if the Security Council expressed its support for his diplomatic efforts by indicating a series of measures it might take should those efforts fail. It was suggested that the Secretary-General should be encouraged to undertake, on his own initiative,

any good offices and fact-finding missions as well as investigative measures as he deemed necessary. It was also indicated that Member States should encourage the use of special representatives of the Secretary-General who would have political and moral influence in averting the outbreak of conflicts and also in securing peace.

100. Furthermore, some delegations underlined the need for strengthening instruments permitting pacific settlement of disputes, including encouraging States to submit disputes to the International Court of Justice.

101. While acknowledging in principle the merit of looking at peace-keeping operations as a useful tool in the general context of preventive diplomacy, some delegations indicated that the Special Committee should consider this question with a great deal of caution. This was because those delegations had certain questions and doubts as to the precise nature and specific definition of United Nations preventive diplomacy in general as well as a role of peace-keeping operations in the context of preventive diplomacy.

102. It was pointed out that the use of peace-keeping operations in the form of early warning and observation in a specific conflict zone obviously presupposed that this area was beforehand declared a potential field of conflict. This would inevitably raise the question as to who, among the competent United Nations bodies, had the authority to make such a declaration and under what kind of criteria. Some delegations were also not fully convinced as to how the timing of possible United Nations intervention should be determined and which of the United Nations bodies and organs would be most appropriate for making a specific decision on the preventive deployment of peace-keeping operations. They also expressed doubts about whether a country contemplating aggression was likely to honour the international community's wish to avert conflict and willing to accept any form of United Nations intervention before the outbreak of an actual conflict. Therefore, it was suggested that a detailed study should be carried out on the situation in which a United Nations intervention for preventive purposes might be accepted and justified.

103. In relation to the question of preventive diplomacy and peace-keeping, some delegations underlined anew the importance of reaffirming respect for traditional principles which were contained in the Charter and had guided United Nations peace-keeping operations in the past. Those principles included those requiring the prior consent of the parties concerned and non-use of force as well as respect for the sovereignty and territorial integrity of States. It was believed by those delegations that such basic principles should continue to be the guidelines for future peace-keeping operations, both in their traditional and expanded roles.

104. On the question of regional organizations, many delegations observed that although regional organizations had a clear role under the Charter, that role had not developed as much as it should have. However, in the view of those delegations, it was becoming clear again, with the expansion of peace-keeping operations, that the United Nations now had an extremely heavy burden and that

regional organizations should play an expanded role in many ways and at various stages of such operations. It was in this context that some delegations indicated that regional organizations could play an important and constructive role in preventive diplomacy and peacemaking as well. The debate on this topic also reflected a general understanding that responsibilities being assumed by the United Nations and regional organizations should be complementary rather than competitive or separate.

105. In the light of the increased role expected from regional organizations in assisting conflict resolution, a point was made that the Special Committee should continue to study closely the role of regional organizations with a view to establishing a permanent mechanism for better coordination with initiatives undertaken by the Secretary-General and the Security Council.

106. Some delegations indicated that it might be advisable to encourage regional organizations to establish a group of civilian and military observers and to launch their own peace-keeping operations. It was also suggested that regional organizations should be encouraged to examine the means by which their own preventive role could be enhanced, and should to that end establish mechanisms capable of identifying regional disputes and take the necessary steps to prevent them deteriorating. However, it was reiterated by other delegations that the creation of regional peace-keeping operations was not necessarily practical and desirable as not all of them could afford to set up their own operations like United Nations peace-keeping operations.

107. The suggestion was made that careful consideration should be given to the question of whether the United Nations regional centres for peace and disarmament in Africa, Asia and the Pacific, and Latin America and the Caribbean - located in Lomé, Kathmandu and Lima, respectively - could play a useful role in the context of the regional aspects of peace-keeping and peacemaking, as well as in the framework of possible concerted action in that field between the United Nations and regional organizations.

108. As there had been substantial changes in and development of peace-keeping operations, some delegations thought that it might be desirable to provide a set of principles and guidelines for such operations. However, other delegations maintained that peace-keeping operations must be considered with a certain degree of flexibility because they were all very distinct from each other. Any rigid principles set forth in a document would be damaging to the flexibility required in those operations.

109. Some delegations suggested that the Special Committee should consider adopting a universally acceptable text for a declaration on United Nations peace-keeping, which would include the main organizational and practical aspects involved in peace-keeping operations and would contain recommendations on ways of enhancing the effectiveness of such operations. These delegations emphasized that the preparation of a declaration on peace-keeping operations, the first in the almost half-century history of the United Nations, would promote greater understanding by the world community of the basic purposes and significance of peace-keeping operations. It would also serve as a useful

guide for the establishment of appropriate regional structures and the adoption of the relevant legislation in those countries where that had not yet been done, and constitute an important practical and political tool to support peacemaking activities of the Security Council, the Secretary-General and the United Nations as a whole. However, other delegations expressed doubts about the usefulness of the exercise.

110. Some delegations maintained that careful thought should be given to the extremely complex system of coordination among United Nations organs and agencies when the United Nations launched a large-scale peace-keeping operation involving a wide range of activities. In this context, it was indicated that there might be room for systematizing the role of the United Nations specialized agencies in helping to facilitate peace-keeping activities. It might be necessary to establish a set of rules which would make it possible for governing this unprecedented effort in inter-organization cooperation.

111. The Special Committee recalled that some issues raised in its reports of 1990 and 1991, and in General Assembly resolutions 45/75 of 11 December 1990 and 46/48 of 9 December 1991, remained outstanding. These included requests addressed to the Secretary-General for a detailed report on the United Nations Transition Assistance Group (UNTAG), his views on appropriate ways of honouring United Nations peacekeepers in the light of the 1988 award to them of the Nobel Prize for peace, a study and report on the feasibility of an annual peace-keeping fellowship programme and information on peace-keeping training including a list based upon national submissions. The Special Committee looked forward to completion of these outstanding issues.

112. Some delegations expressed the opinion that the Special Committee should recommend that should any of the proposals contained in the report result in budgetary implications for the biennium 1992-1993, such additional costs should be accommodated within the appropriation level approved in resolution 46/186 A.

III. CONCLUSIONS AND RECOMMENDATIONS

113. Having considered the suggestions and proposals presented by Member States, the Working Group submitted the following conclusions and recommendations to the Special Committee for its approval and transmittal to the General Assembly at its forty-seventh session:

Resources

1. The Special Committee takes note that the increasing activities in the field of United Nations peace-keeping require increasing human, financial and material resources for the Organization.

2. The Special Committee welcomes the broadening participation of States in peace-keeping operations.

3. The Special Committee recognizes the increasing demand on Member States to react effectively and rapidly upon requests from the Secretary-General to contribute to peace-keeping efforts.

4. The Special Committee reaffirms the usefulness of the questionnaire issued by the Secretary-General on 21 May 1990.

5. The Special Committee, noting that to date 49 Member States have responded to the questionnaire, invites the Secretary-General to recirculate the questionnaire and assess the response and explore the possibility of improving its formulation and to circulate it on a regular basis in order to keep the information updated.

6. The Special Committee also invites the Secretary-General to consider issuing a separate questionnaire on civil police and civilian experts to be provided by Member States.

7. The Special Committee recommends to the Secretary-General to promote, based upon the questionnaires, among its Member States on a voluntary basis the establishment of a pool of resources including military units, military observers, civil police and key staff personnel that might be made readily available to the United Nations subject to national approval.

8. The Special Committee urges Member States to transmit promptly to the Secretary-General their replies to the questionnaires.

9. The Special Committee calls upon the Secretariat to consult with and assist Member States in completing the questionnaires, with a view to ensuring commonality in approach and understanding.

10. The Special Committee encourages the Secretariat to call upon Member States to provide qualified personnel for planning purposes in connection with the establishment of new missions.

Financing

1. The Special Committee reaffirms that the financing of peace-keeping operations is the collective responsibility of all Member States in accordance with Article 17, paragraph 2, of the Charter of the United Nations.

2. The Special Committee reiterates its call upon Member States to pay their assessed contributions in full and on time.

3. The Special Committee emphasizes once again the need to ensure a secure and sound financial basis for the United Nations peace-keeping operations.

4. The Special Committee further stresses the need for the United Nations to be given means commensurate with its growing responsibilities in the area of peace-keeping operations, particularly with reference to the resources needed for the start-up phases of such operations; in this context, the possible establishment of a reserve fund or other appropriate arrangement to improve the start-up financing of peace-keeping operations should be considered in the appropriate forums.

5. The Special Committee encourages the Secretary-General to continue to review all aspects of peace-keeping operations in order to ensure that they are conducted in an efficient and cost-effective manner, so as to keep the expenditures of the peace-keeping operations at a minimum, consistent with their requirements.

6. The Special Committee considers that financial expenditures of peace-keeping operations can be contained by better planning and early definition of the sequence of the operation, and through the improvement in estimating the cost of the operation in the planning stage and, when circumstances permit, before the decision to deploy takes place; by determining the optimum number of military, police and civilian personnel required to implement the mandate, including civilian personnel provided by Governments, and the amount of material and technical equipment needed.

7. The Special Committee considers that, although no one can foresee how long the presence of each operation can be required, peace-keeping operations should be of a temporary nature, bearing in mind that their main function is to support political efforts aimed at achieving the peaceful settlement of conflicts and at bringing stability and security to the region.

8. The Special Committee acknowledges the competence of the General Assembly for the appropriation and apportionment of the costs of United Nations peace-keeping operations. It also acknowledges the importance of the Security Council members being informed of the cost implications for such operations.

9. The Special Committee emphasizes the importance of making, from the standpoint of sources of financing, a clear distinction between peace-keeping operations themselves and the provision to States and parties to a conflict at their request of other assistance from the specialized agencies and departments of the United Nations not an integral part of the operation.

10. The Special Committee considers, in view of the critical financial situation of the United Nations, as described in the report of the Secretary-General (A/46/600/Add.2 of 15 May 1992), that the issue of supplementing diversified financial resources, on terms acceptable to the Secretary-General, to the assessed contributions, should be further studied in all the appropriate forums.

11. The Special Committee considers that host States should take all necessary measures to create conditions which will permit the United Nations forces sent to the conflict region to be kept to a minimum, and urges host countries to provide the greatest possible logistic and material support, including accommodation, for these operations, in accordance with their capacity.

12. The Special Committee further encourages Member States which can do so to make voluntary contributions that are acceptable to the Secretary-General.

13. The Special Committee stresses the obligation to reimburse the outstanding dues to troop-contributing States.

Organization and effectiveness

1. The Special Committee commends the Secretariat for their hard work and dedication in coping with the large increase in their workload arising from the further substantial increase in the number and size of United Nations peace-keeping operations.

2. The Special Committee invites the Secretary-General, as Chief Administrative Officer, to consider the necessary strengthening and reform of the Secretariat units dealing with peace-keeping operations so they can deal effectively and efficiently with the planning, launching, ongoing management and termination of peace-keeping operations.

3. The Special Committee welcomes the creation of the Department of Peace-keeping Operations and invites the Secretary-General to consider the creation of a unified, integrated structure within the Department to establish clear lines of responsibility and accountability which are essential for the effective and efficient management of peace-keeping operations; in this regard, it requests the Secretary-General to consider whether relevant parts of the Field Operations Division should be transferred to this Department.

4. The Special Committee invites the Secretary-General, in the light of the increasing use of civilian police in the United Nations peace-keeping operations, to consider whether a Senior Police Adviser should be appointed.

5. The Special Committee further invites the Secretary-General, in the light of the recent large increase in peace-keeping operations, to consider whether there is a need to strengthen the efficiency and staffing of the Military Advisers Office.

6. The Special Committee also invites the Secretary-General to institute proper arrangements and procedures for providing additional personnel on a short-term basis in order to ensure that the Secretariat can respond effectively and efficiently to fluctuations in its workload, particularly when new operations are planned and launched.

7. The Special Committee reiterates its invitation to the Secretary-General to consider identifying a focal point for contacts by Member States seeking information on all facets, including operational and administrative matters of ongoing and planned peace-keeping operations.

8. The Special Committee stresses the need to delegate increased financial and administrative authority to Force Commanders of peace-keeping operations or Special Representatives for multi-component missions, thus enhancing flexibility in order to increase the mission's capacity to adjust to new situations and specific requirements.

9. The Special Committee recommends that the Secretary-General review the United Nations financial and administrative arrangements applying to peace-keeping operations.

10. The Special Committee invites the Secretary-General, in the light of the increasing necessity to deploy peace-keeping missions at short notice, to consider means whereby special representatives/force commanders and other key personnel are identified at the earliest possible time so that they can be closely involved in the transitional phase during which the mission is agreed by the parties and planned for by the United Nations Secretariat.

11. The Special Committee notes the comments concerning the differences in organization of similar types of units in existing missions, those described in the questionnaire to States on resources, and in the "Notes for Guidance" in support of new missions.

12. The Special Committee, without prejudice to the flexibility required in specific situations, and keeping in mind variations in national structures, notes the advantages gained in respect of planning, training, organizing and equipping using standard organizations for reference by Member States.

13. The Special Committee encourages the development of the guidelines in the current questionnaire and their subsequent use in the "Notes for Guidance" in order to achieve a standard organization for type units.

14. The Special Committee recommends to the Secretary-General to conduct, in the interests of increased effectiveness and efficiency, a study of how to prevent duplication of responsibilities of civilian and military staff personnel in the field, especially in areas of supply, communication and transportation and to improve their interaction and cooperation in fulfilling the tasks assigned to them.

15. The Special Committee fully recognizes the need for the United Nations to define logistics doctrine and standard operational procedures combining civilian and military aspects, in order to achieve the greatest possible operational efficiency and cost-effectiveness. In this

connection, the Special Committee welcomes the submission of Canada on this subject. Consequently, it invites the Secretary-General immediately to envisage the adoption of all necessary arrangements in this area. The Special Committee also encourages Member States which so desire to cooperate with the Secretary-General in this exercise.

16. The Special Committee appreciates the Secretary-General's reporting on peace-keeping operations and requests him to report periodically on the performance of all peace-keeping operations.

17. The Special Committee requests the Secretary-General to study establishing a training programme for key staff personnel of peace-keeping operations with a view to creating a pool of trained personnel with knowledge of the United Nations system and its working procedures.

18. The Special Committee requests the Secretariat immediately to make all necessary arrangements for the reissue of The Blue Helmets in 1995.

19. The Special Committee encourages all Member States to include relevant international humanitarian law in the training of peace-keeping personnel.

20. The Special Committee, without prejudice to the Secretary-General's responsibility for the planning and overall management of peace-keeping operations established by the Security Council, and bearing in mind the responsibilities of relevant United Nations bodies, recommends that the Secretariat continue the existing practice of informal consultations with contributing States more directly interested, as appropriate, and that, in particular for especially large or complex operations, these informal consultations be held on a more frequent and regular basis, with a view to providing effective follow-up and support to the operation from its initial stage to its termination.

21. The Special Committee recommends that should any of the proposals contained in the report result in budgetary implications for the biennium 1992-1993, such additional costs should be accommodated within the appropriation level approved in General Assembly resolution 46/186 A.

Development of peace-keeping

1. The Special Committee welcomes the increasing recognition of the role of the United Nations in the areas of preventive diplomacy, peacemaking and peace-keeping.

2. The Special Committee looks forward to the report of the Secretary-General on the ways of strengthening the capacity of the United Nations for preventive diplomacy, peacemaking and peace-keeping within the framework and provisions of the Charter, as requested by the Security Council Summit of Heads of State and Government held on 31 January 1992.

3. The Special Committee notes that the issue of information back-up for United Nations crisis prevention and peace-keeping operations can be resolved only on the basis of cooperation among the Organization itself, regional and subregional structures and the States concerned, and encourages Member States to provide the Secretary-General full and up-to-date information concerning tensions that could escalate into an international conflict. The Special Committee believes that the Secretary-General should have the means to dispatch his own missions, with the consent of the parties concerned, where necessary in cooperation with regional organizations, and to evaluate the situations and develop his peacemaking activities as appropriate.

4. The Special Committee believes that the Declaration on Fact-Finding by the United Nations in the Field of the Maintenance of International Peace and Security approved by the General Assembly at its forty-sixth session is a valuable contribution to the Organization's preventive functions and that the implementation of its provisions, in particular the sending of United Nations missions to areas of potential conflict, will facilitate provision of timely information to the Security Council, the General Assembly and the Secretary-General on the situation in an area where a crisis is coming to a head and at the same time serve as a signal to the parties of the intention of the United Nations to prevent it from escalating.

5. The Special Committee commends the role of peace-keeping operations in facilitating electoral activities at the request of the parties concerned and as an integral part of such operations.

6. The Special Committee believes that the closest attention needs to be paid to the issue of applying the preventive potential of the United Nations more broadly and considers that the responsibilities of the Security Council, the General Assembly and the Secretary-General in this regard should be strengthened in accordance with the framework and provisions of the Charter.

7. The Special Committee recognizes the importance of according special consideration to mechanisms and means of deterring a potential aggressor and procedures for a prompt and effective response to acts of aggression and threats to international peace and security, in accordance with the provisions of the Charter.

8. The Special Committee draws the attention of parties to a conflict to the fact that under the United Nations Charter they bear increased responsibility for its speediest possible lasting settlement by all peaceful means at their disposal.

9. The Special Committee emphasizes that the parties to a conflict have an obligation to respect the international status of United Nations operations and to refrain from encouraging or taking actions capable of disrupting or impeding United Nations personnel in the performance of

their peace-keeping or peacemaking functions, in accordance with the Convention on Privileges and Immunities and status-of-forces agreements.

10. The Special Committee urges all host States and parties to a conflict to take all necessary measures to ensure the safety and security to United Nations personnel and to prevent any attempts on the life and health of these personnel.

11. The Special Committee considers that, in the light of the ever-expanding role of peace-keeping operations, it is important that the United Nations, from planning through implementation of each operation, and on an ongoing basis, assess the risks to the safety and security of its units and personnel and take all necessary measures, including the elaboration of appropriate guidelines and procedures, to ensure the highest possible levels of that safety and security.

12. The Special Committee considers that the concept of preventive peace-keeping, i.e. the deployment of peace-keeping operations as a deterrent to a possible aggressor, requires development and clarification as a helpful tool for the United Nations in its pursuit of preventive diplomacy.

13. The Special Committee encourages all regional and subregional organizations to promote the maintenance of peace, security and stability in their respective regions and, where applicable, work in cooperation with the United Nations, in accordance with Chapter VIII of the Charter, contributing to peace-keeping operations there.

14. The Special Committee emphasizes that any deployment of peace-keeping operations should be accompanied, as appropriate, by an intensification of coordinated political efforts by the States concerned, by regional organizations and by the United Nations itself as part of the political process for a peaceful settlement of the crisis situation or conflict in accordance with Chapters VI and VIII of the Charter. This would avoid duplication and lack of coordination in the actions of the international community while retaining scope for a flexible approach.

15. The Special Committee believes that consideration might be given over the next few years to the elaboration of a universally acceptable text for a declaration on United Nations peace-keeping operations, which would include the main organizational and practical aspects involved in peace-keeping operations and would contain recommendations on ways of enhancing the effectiveness of such operations.

16. The Special Committee considers that it would be advisable to continue discussion of this question at its next session.

114. At its 109th meeting, on 1 June 1992, the Special Committee considered and adopted its report to the forty-seventh session of the General Assembly.

ANNEX I

Bureau Working Document No.1/Rev.1

COVERING NOTE

On 27 April 1992, the Bureau of the Special Committee on Peace-keeping Operations distributed Working Document No.1, based on submissions of Member States to the Secretary-General contained in documents A/AC.121/39/Rev.1 and Add.1 and 2. In its covering note, the Bureau indicated that this draft working document was being distributed for the information of delegations only, and that it would submit a revised version of this document, if necessary, following the general debate.

In the light of the general debate, the Bureau has prepared Working Document No.1/Rev.1 (attached), as a proposed basis for discussion in the open-ended Working Group established by the Committee. In preparing this Working Paper, the Bureau has taken into account the view expressed by many delegations that the Working Group should have an in-depth discussion on a limited number of topics. The Bureau has drafted the revised list in such a way as to allow flexibility in the discussion, including consideration of any proposals submitted by delegations, which are not specifically mentioned.

LIST OF TOPICS

Resources

- Stand-by personnel
- Material resources
- Broader participation

Financing

- General
- Start-up costs

Organization and effectiveness

- United Nations Secretariat
- Logistics
- Standardization
- Model agreements
- Evaluation of operations
- Advisory and consultative mechanisms
- Training

Development of peace-keeping

- Civilian aspects of peace-keeping
- Preventive diplomacy and peace-keeping
- Other prospects
- Regional organizations
- Principles and guidelines
- Relationship among competent organs of the United Nations

ANNEX II

[Original: Russian]

Draft Declaration on United Nations Peace-keeping Operations

The General Assembly,

Firmly resolved to intensify United Nations efforts towards the strengthening of international peace and security in all their aspects by developing the peace-keeping and peacemaking functions of the United Nations, averting crises, encouraging more active resort to the good offices of the Secretary-General, providing assistance at the request of individual countries in the holding of elections and enhancing the capability of the United Nations to react effectively and with flexibility to any new challenges to global and regional stability,

Recognizing that United Nations peace-keeping operations have become an invaluable means of providing assistance in the settlement of international disputes and the elimination of sources of tension in the world,

Emphasizing the importance of the political support of all States, in the first place the interested parties, for United Nations peace-keeping activities and the action taken by the Secretary-General in the conduct of such operations,

Noting the need for the fullest possible activation of the preventive potential of the Security Council, the General Assembly and the Secretary-General with a view to the early detection and prevention of international crises and conflicts,

Reaffirming that United Nations peace-keeping operations are one of the most effective means of preventing the escalation of international disputes into military confrontations and averting the emergence of explosive situations,

Emphasizing that closely concerted joint action by the Security Council, the General Assembly and the Secretary-General and the cooperation of the host State and of all the parties involved are important conditions for the success of any operation,

Seeking further to develop peace-keeping operations as an integral part of the peacemaking activities of the United Nations and as an effective factor in the strengthening of the system of collective security provided for in the Charter,

Paying a tribute to all those who have given their lives in United Nations peace-keeping operations,

Expressing appreciation to the Secretary-General for his conduct of the United Nations peace-keeping operations decided upon by the Security Council,

Convinced that United Nations peace-keeping operations carried out with the consent of the host country and with respect for sovereignty and territorial integrity are an important function of the United Nations, although they cannot be a substitute for the peaceful settlement of disputes and are therefore of a temporary nature,

Solemnly proclaims:

(1) The Security Council should consider the possibility of ensuring a United Nations presence at an early stage in the emergence of an international dispute or conflict and in an appropriate form, such as the dispatch of military observers and police and civilian personnel and the use of armed peace-keeping forces as a means of preventing the further escalation of the dispute or situation in the regions concerned.

(2) The Security Council should proceed on the basis that peace-keeping operations are in essence a temporary measure designed to promote the settlement of conflicts and disputes and that their mandate should not be renewed automatically.

(3) The Security Council should consider that peace-keeping operations should never be a substitute for the ultimate goal - the speedy settlement of the conflict through negotiations - and that the mandate of each operation should be carefully studied and, when necessary, amended as the situation develops.

(4) States and the Security Council should consider the important role which regional and subregional organizations are called upon to play in the peaceful settlement of conflicts and disputes between States, in accordance with Chapter VIII of the Charter of the United Nations.

(5) States should respond positively and rapidly to requests by the Secretary-General for financial, human and material resources during the preparation, deployment and conduct of United Nations peace-keeping operations.

(6) States should pay their assessed contributions fully and on time.

(7) States shall endeavour to seek alternative ways of covering the costs of United Nations peace-keeping operations, supplementing the practice of assessed contributions, for instance, by voluntary contributions from interested States, regional and subregional organizations, non-governmental organizations, corporations and other private sources.

(8) Host States and all the participating parties should extend all possible support and assistance to ensure the speedy and safe deployment and functioning of United Nations peace-keeping operations in order to enable them to discharge their mandate, for instance, by concluding status-of-forces

agreements with the United Nations and by providing proper support with regard to infrastructure.

(9) The Security Council should consider the question of the launching of new peace-keeping operations when this is in the interests of international peace and security in accordance with the principles and purposes of the Charter of the United Nations and when the proper financial and material basis is available.

(10) The Secretary-General should take all necessary steps to ensure the careful planning and preparation of new peace-keeping operations and to make sure that there is a proper balance in the staffing of the operation and that the operation is properly supplied with materials and equipment and has efficient leadership.

(11) States and parties to a conflict must show strict respect for the neutral, impartial and international status of the staff of a peace-keeping operation and refrain from encouraging or carrying out any actions which might disrupt or impede the discharge of the functions entrusted to the peace-keeping operation.

(12) States must strengthen the peace-keeping capability of the United Nations by extending additional assistance to peace-keeping operations, in particular by providing back-up and by supporting United Nations peace-keeping operations by any other means within their power.

(13) States must consider the possibility of training their personnel for United Nations peace-keeping operations and exchange personnel training programmes with a view to developing internationally agreed standards for such training.

(14) Interested States must extend the fullest cooperation to ensure the effective functioning of United Nations peace-keeping operations and, in particular, the safety of those participating in them.

(15) States shall bear collective responsibility for the equitable distribution of the financial burden of peace-keeping operations, which must continue to be conducted with the maximum efficiency and economy.

(16) The conduct of United Nations peace-keeping operations shall not affect the resort by interested States to any means, procedures or machinery for the peaceful settlement of conflicts and disputes agreed between them.

(17) Nothing in this Declaration shall be interpreted as in any way affecting the provisions of the Charter of the United Nations.